

DEPARTMENT OF BENEFIT PAYMENTS



July 17, 1974

ALL-COUNTY LETTER NO. 74-123

TO: ALL COUNTY WELFARE DIRECTORS

SUBJECT: VETERANS BENEFITS REFERRAL PROGRAM

REFERENCE:

The Department of Benefit Payments, in conjunction with the Department of Veterans Affairs, recently conducted a review of the Veterans Benefits Referral Program. I wish to thank you for the fine cooperation and assistance you gave to DBP staff who visited various county welfare departments during the review. Attached are two products of the review - the final review report and an EW training package.

As you know, the referral program utilizes Form WR 5 to verify and secure veterans benefits for eligible welfare applicants and recipients. Receipt of veterans benefits can reduce or even eliminate the need of some families for public assistance. Although the program is doing well, the review identified some actions which could approximately double the receipt of veterans benefits by welfare applicants and recipients. The improvements are contained in the attached report and EW training package, but I will summarize those of specific concern to you.

The review indicated that DBP policy on veterans benefits was not completely clear to all CWDs. DBP policy, in accordance with EAS 44-103, is that veterans benefits are an available source of income which must be explored by both the county welfare department and the applicant/recipient. Failure to take all actions necessary to obtain veterans benefits by potentially eligible applicants/recipients can result in denial or discontinuance of aid.

The need for modification of forms was also determined through the review. The WR 5 is being modified to correspond to the current organization of the WR 2 and to contain more specific instructions on veterans benefits referrals. The WR 2 is being modified to contain references to the WR 5 in appropriate sections.

These form modifications, detailed in the training package, were designed to simplify the referral task for EWs and will be accomplished at the next printing of the forms. Samples of the modified forms are contained in the training package.

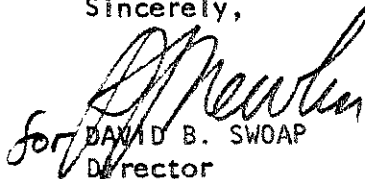
We realize the difficulty of clarifying eligibility for veterans benefits. We, therefore, have included a process flow chart in the training package to assist EWs and CWD managers in using the program and bringing potential improvements to our attention. No DBP training has been scheduled on this package. If you feel such formal training is necessary, please contact Oliver Michaelis (916/445-0285) of the County Training Bureau. Training will be conducted thirty days after statewide needs have been assessed.

Your County Veterans Service Officer (CVSO) will also receive a copy of the report and training package to facilitate coordination of the program within your county. In the course of our review, we found CVSOs to be very cooperative and responsive to suggestions. We believe they will be anxious to work with you.

AFDC Program Operations Bureau (POB) will be available to assist you in making improvements to veterans benefits referral operations in your county. They will also gather your suggestions for additional program improvements and ensure you receive a response to your suggestions. Please contact your county liaison analyst or Bob Barton (916/445-4458), Chief of Program Operations Bureau, if you have any questions or suggestions.

I am confident that the improvements recommended in the attached report will significantly increase receipt of veterans benefits by eligible applicants and recipients. We are looking forward to working with you in accomplishing improvements to the program. Thank you again for your assistance in our review of the program.

Sincerely,


DAVID B. SWOAP
Director

By

PHILIP J. NEWLIN
Chief Deputy Director

Attachment

cc: CWDA
Mr. Frank D. Nicol, Director
DVA

VETERANS BENEFITS REFERRAL PROGRAM REPORT

JULY 1974

Department of Benefit Payments
AFDC Program Systems Bureau, Project #73-10
Joel Mayeda and Gary Pettigrew
Assisted by
Department of Veterans Affairs

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STUDY OF VETERANS BENEFITS REFERRAL PROGRAM

INTRODUCTION

Many welfare applicants and recipients are eligible for veterans benefits. These benefits are 100 percent federal funds, disbursed by the Federal Veterans Administration (VA). Receipt of these earned veterans benefits by welfare applicants and recipients can reduce or even eliminate their need for public assistance. The VA, however, has a limited capacity to screen and assist potentially eligible persons. California has, therefore, found it necessary to supplement VA services through the State Department of Veterans Affairs (DVA) and subventions to County Veterans Services Officers (CVSO's).

In July, 1971, the DVA and the San Diego County Welfare Department implemented a program of referring welfare applicants and recipients in San Diego to the CVSO to determine their eligibility for veterans benefits. The San Diego pilot project, which was monitored from July, 1971, through October, 1971, resulted in 258 referrals worth a projected \$198,764 per year in benefits. Due to the success of the pilot program in San Diego, a statewide veterans benefits referral program was jointly announced by the State Department of Social Welfare (DSW)* and DVA in March, 1972, and became operational in May, 1972.

The vehicle for exchanging information and accomplishing referrals of welfare applicants or recipients to CVSO's is the Form WR-5, Veterans Benefit Referral (Exhibit 1). Based on the information supplied by the applicant or recipient, eligibility workers complete the WR-5 and submit it to the local CVSO. The CVSO determines potential eligibility for benefits, initiates the claim to the VA if appropriate, and notifies the welfare department of action taken. When referrals to the VA are made, the CVSO notifies the welfare department of the VA disposition of the claim (i.e., denied or grant and amount).

Calculations by the DVA (Exhibit 2), based on new claims opened in 1973 as a result of the program, indicated that the program brought over \$9 million in veterans benefits to welfare applicants and recipients in all aid categories. If all counties were as successful as the top twenty counties, this figure could more than double and bring in an additional \$10 million. Additional data from DBP Estimates Bureau (Exhibit 3) also indicated the program was not realizing its full potential. In December, 1973, the DBP AFDC Program Systems Bureau and the DVA initiated a review of the program to identify those improvements which would increase the receipt of veterans benefits by AFDC recipients. This is a report of that review.

*DSW became the Department of Benefit Payments (DBP) effective February 4, 1974.

Summary of Conclusions

1. A lack of state procedures and guidelines has caused uneven program participation among county welfare departments.
2. The lack of a working level liaison between DBP and DVA has hampered program coordination and maintenance.
3. DBP Forms WR-5 and WR-2 need to be updated to improve the effectiveness of veterans benefits referrals.
4. CVSO's are the best available resource to ensure a successful referral program, but they are usually understaffed to effectively serve this purpose.
5. Los Angeles County does not utilize the CVSO or the WR-5 referral form and has a lower than average rate of referrals.
6. San Francisco and Alameda counties have no CVSO and make referrals directly to the DVA with a lower than average rate of successful claim findings.
7. There is no system to prevent concealment of veterans benefits by welfare recipients in reporting their available income.
8. HR 1, which placed the adult aid programs under federal control, will decrease the volume of referrals by county welfare departments very little and require no program modifications.

Summary of Recommendations

1. DBP and DVA should clarify and/or establish procedures and guidelines for county administration of the referral program.
2. A working level liaison should be established between DBP and DVA to improve program information flow and coordination.
3. The WR-5 and WR-2 should be modified to ensure the effectiveness of veterans benefit referrals.
4. DBP and DVA should investigate improved subvention funding to CVSO's to ensure adequate staffing to accomplish referrals.
5. Los Angeles County should be urged to adopt the WR-5 and utilize their CVSO in lieu of a county referral form and DPSS staff.
6. San Francisco and Alameda counties should be urged to appoint CVSO's.

7. A feasibility study of a system to ensure reporting of veterans benefits by all welfare recipients should be conducted.

Methodology

A two-part field investigation of the referral program was conducted to determine referral rates by county and the potential for operational improvements.

County referral rates were established by a case review conducted by DBP Program Assessment Branch. A statewide sample consisting of 1,500 FG and 1,500 U cases was selected randomly. The data gathered were on the incidence of veterans connections and referrals made. Data on the actual number of claims and dollar amounts of claims were not available in the case records.

The operations review was conducted by DBP Management Analysis Branch (MAB) and included reviews of county welfare departments and CVS0's in the following seven counties: Amador, El Dorado, Contra Costa, Los Angeles, Orange, Sacramento, and Yolo. The selection of these counties was based on program participation, AFDC caseloads, number of WR-5's processed, and dollar amounts awarded in benefits. Interviews were also conducted with and statistical data obtained from DVA personnel. The MAB effort focused on procedures and guidelines, staffing at state and county levels, forms employed, eligibility worker training, management information, and coordination among administrative levels. The information gathered and recommendations made by MAB have been incorporated in this report.

Overview

The review of the veterans benefits referral program shows that DBP and DVA can take several steps to improve the program and urge county welfare departments to make additional improvements at their level. These steps are discussed in the recommendations portion of this report. However, the basic problems which prevent veterans and their dependents (whether welfare-linked or not) from receiving veterans benefits can only be corrected by federal action.

This report is in no way intended to diminish the efforts of the Veterans Administration. Given their current structure and staffing, we believe the VA is doing an excellent job. The regional office structure of VA, however, causes a degree of unresponsiveness to individuals who wish to clarify their veterans benefit status and place appropriate claims, especially those in extreme need such as welfare applicants and recipients. With the veterans population of California in excess of three million, not including veterans' dependents, VA regional offices are located in San Francisco, Los Angeles, and a newly established office in San Diego. California has established the DVA and assisted individual counties in establishing and maintaining CVS0's to adequately serve veterans and their dependents. Most states have found it necessary to supplement VA services with similar state and county level organizations.

The need for local level veterans services and benefits assistance has also been recognized at the national level. Most colleges and universities have traditionally assigned a staff member to assist students in applying for educational assistance and other veterans benefits. Recent Federal legislation allocated \$25 million to HEW for operation of the Veterans Cost-of-Instruction Payments (VCIP) program in the 1973-74 FY. This is a one time allocation designed to enable universities and colleges to provide "...veterans outreach, recruitment, counseling, and special education programs..." (Exhibit 4). SSA personnel in California have indicated their intention to establish a veterans benefit referral program for Supplemental Security Income (SSI) applicants and recipients making use of the form (WR-5) and procedures (including CVSO's) utilized in California's veterans benefit referral program, which indicates that they also see a greater need for local level veterans services than those available through the VA.

Recommendations relating to a revised VA structure and program to better serve the various needs of all veterans and their dependants at a local level are beyond the purview of this report. Therefore, the report recommends exploration of an improved subvention to CVSO's and eventual implementation of a program similar to the VCIP program to serve welfare applicants and recipients who have potential veterans benefits. However, these recommendations are short term and only designed to deal with the needs of welfare applicants and recipients. A permanent solution to better serve the needs of all veterans and their dependants would have to be developed at the federal level.

Conclusions and Analyses

1. A lack of state procedures and guidelines has caused uneven program participation among county welfare departments. The only DBP guidelines for the veterans benefits referral program are those provided in three letters to county welfare directors (Exhibits 5, 6, and 7) and the instructions on the reverse side of the WR-5. This lack of explicit guidelines has led to variability in participation in the program both between and within county welfare departments. For example, in Contra Costa County, one district office refers all persons with a veterans connection, while another district office screens potential eligibles.

Calculations of success ratios for each county (Exhibit 8), describing the dollar value of claims secured through the referral program in proportion to each county's veterans population, show that some counties are obtaining more than \$3 per veteran while others are obtaining less than \$.01 per veteran.

These calculations were based on DVA data of new claims from the inception of the referral program in May of 1972, through December of 1973. Some counties, however, had referral programs prior to 1972, and would not have their earlier success reflected in these data.

Generally statewide participation has been less than expected. Of the 425 cases with a veterans connection in the 3,000 case sample reviewed by DBP, only 108 (25%) had any record of a referral (Exhibit 9).

2. The lack of a working level liaison between DBP and DVA has hampered program coordination and maintenance. Although DVA has continuously compiled reports on the referral program, these reports were not solicited by DBP to monitor the effectiveness of county referral operations. Program coordination, such as periodic modifications of related forms, has also suffered from the lack of contact between departments. These problems have been compounded by staff changes within DBP. Establishment of specific organizational unit responsibilities for the program would provide a continuous liaison to ensure future program maintenance.
3. DBP Forms WR-5 and WR-2 need to be updated to improve the effectiveness of veterans benefits referrals. The WR-2 is the primary source for information to initiate a WR-5. The WR-5, however, has not been updated to correspond to recent changes to the WR-2. County welfare staff recommended that a reference to the WR-5 be added to the WR-2 to alert inexperienced eligibility workers to the need for a WR-5 and thus facilitate the referral process.
4. CVSO's are the best available resource to ensure a successful referral program, but they are usually understaffed to effectively serve this purpose. CVSO's are funded by their respective county administrations with subventions from the DVA. The subventions are in accord with Section 972 of the Military and Veterans Code which provides that the DVA pay a portion of the general operating costs of CVSO's. The subventions currently average less than 20% of actual total statewide county costs and as low as 10% for the large counties. Subvention amounts and formulaes are not related to participation in the welfare referral program.
5. Los Angeles does not utilize the CVSO or the WR-5 referral form and has a lower than average rate of referrals. Los Angeles Department of Public Social Services has its own Veterans Service Unit (VSU) of four persons in one location to handle the activities normally done by a CVSO. The Los Angeles CVSO has staff located at seven district office locations to handle the program and has indicated a preference to serve the referral program in a conventional CVSO operation. Effective utilization of this CVSO resource would allow Los Angeles to make better use of DPSS staff now in their VSU and improve the effectiveness of the program in Los Angeles County.

Los Angeles also utilizes a county form (PA 135), which lacks the instructions and built-in controls of the WR-5. Adoption of the WR-5 by Los Angeles will permit eligibility workers to make referrals to the CVSO.

6. San Francisco and Alameda counties have no CVS0 and make referrals directly to the DVA with a lower than average rate of successful claim findings. The DVA has recommended establishment of CVS0's in San Francisco and Alameda counties. Statistics on the relatively low level of program effectiveness in these counties confirm the DVA's opinion that CVS0's should be established. The data from the DVA (Exhibit 9) indicate that Alameda's and San Francisco's participation in the program have accounted for 1.41% and .02% of the total referral program dollar amount respectively, while Alameda represents 5.35% and San Francisco represents 3.78% of the veterans population. The Boards of Supervisors in Alameda and San Francisco apparently believe that the DVA and the VA Regional office in San Francisco adequately serve their referral program. Neither the DVA nor VA are, however, equipped for or oriented to providing the services of a CVS0.
7. There is no system to prevent concealment of veterans benefits by welfare recipients in reporting their available income. Reports are made by the VA to DBP on claims opened for individuals who have notified the VA that they are receiving or have applied for welfare. These reports are forwarded by DBP to the appropriate county welfare department for necessary action. However, if an individual applies for a veterans benefit and conceals the fact that he has applied for or is receiving public assistance, the VA cannot notify DBP. If the individual subsequently conceals his veterans connection from the county welfare department, he can effectively conceal his veterans benefits and remain on aid while ineligible or receive an incorrect grant indefinitely.
8. HR 1, which placed the adult aid programs under federal control, will decrease the volume of referrals by county welfare departments very little and require no program modifications. Data from San Diego County (Exhibit 10) indicates that the adult aids represented only 17% of their referrals. DVA data (Exhibit 2) shows the majority of veterans to be under 35 years of age. These data indicate that AFDC is the major component of this referral program.

The Social Security Administration is considering a program to refer Supplemental Security Income recipients to CVS0's using a form modeled after the WR-5. No modifications of the referral program for AFDC cases appear to be needed.

Recommendations

1. DBP and DVA should clarify and/or establish procedures and guidelines for county administration of the referral program. A letter restating the purpose and importance of the program and transmitting a training package for eligibility workers should be sent to all county welfare directors. Specific responsibilities of welfare staff, CVS0's, and recipients, must be clarified in the letter and training package. CVS0's should receive both the letter and the training package to facilitate coordination between CVS0's and their respective welfare departments.

2. A working level liaison should be established between DBP and DVA to improve program information flow and coordination. The program liaison should be between the DVA Supervising Representative and DBP AFDC Program Management Branch to ensure program maintenance at the county level through the AFDC Program Operations Bureau. Reporting procedures should be established between DVA and DBP Program Information Bureau. DVA statistics on the program gathered from CVSO's should be transmitted to the AFDC Program Management Branch by the Program Information Bureau as part of the AFDC Branch management information system currently being developed.
3. The WR-5 and WR-2 should be modified to ensure the effectiveness of veterans benefits referrals. The WR-2 should be modified to contain references to the WR-5. The modifications to the WR-5 involve changing the instructions to reflect the current organization of the WR-2. These modifications will facilitate cross referencing of the basic eligibility form (WR-2) and the referral form (WR-5) to ensure that a WR-5 is completed and sent to the CVSO to accomplish appropriate referrals.
4. DBP and DVA should investigate improved subvention funding to CVSO's to ensure adequate staffing to accomplish referrals. Consideration of improvements or alternatives (i.e., similar to the Support Enforcement Incentive Fund) to the current subvention system should be explored by the DBP Field Fiscal Planning Bureau in consultation with the DVA. The San Diego CVSO has maintained accurate records of the costs of the referral program (Exhibit 11). If a modified subvention to CVSO's is determined to be feasible, the pilot testing of such a modified subvention system in San Diego County should be considered.

A program similar to the VCIP program should also be suggested for federal consideration. The funds could be allocated to the states and administered by HEW. In California such a program could utilize the available resources of the DVA and CVSO's. Preliminary data suggest that on a national level a referral program for public assistance (including SSI) would cost considerably less than the \$25 million allotted to the VCIP program.

5. Los Angeles County should be urged to adopt the WR-5 and utilize their CVSO in lieu of a county referral form and DPSS staff. A letter to the Director of Los Angeles DPSS from the Director of DBP with comparison data on Los Angeles' procedures and WR-5 procedures should be sent. The need for statewide uniformity to assist CVSO's and maximize program effectiveness should be stressed.

6. San Francisco and Alameda counties should be urged to appoint CVSO's. A letter to both county welfare departments should urge them to bring the need for CVSO's to the attention of their Boards of Supervisors and offer them the support of the DBP and DVA. The appeal should stress both the advantages to the referral program and the overall county advantages of having CVSO's
7. A feasibility study of a system to ensure reporting of veterans benefits by all welfare recipients should be conducted. A system modeled after the Earnings Clearance System should be considered for implementation as early as possible. Lack of a uniform case enumerator such as a Social Security Account number currently prevents development of this system since veterans' records are currently enumerated by SSA numbers, military serial numbers, or VA claim numbers, and welfare cases are enumerated by welfare case numbers. Both the VA and DBP are moving toward use of SSA numbers as universal enumerators. SSA number enumeration of all welfare cases is prescribed by HR 1 and will likely be accomplished within the next year despite some technical problems that are hampering the process. However, the VA is phasing in use of SSA numbers as the armed forces assign them to new military enlistees. Therefore, a uniform case enumerator which will allow for a 100% fraud check in this area is probably several years in the future. When this enumeration process is completed, a fraud deterrent system should be considered for development and implementation. In advance of universal enumeration efforts, the AFDC Branch should consider improvements in eligibility and grant verification processes to eliminate concealment of veterans benefits.

VETERANS BENEFITS REFERRAL
WR 5 (3/72) Mandatory Form

SEE INSTRUCTIONS ON REVERSE SIDE

DATE

NAME OF APPLICANT

ADDRESS

TELEPHONE NUMBER

RELATIONSHIP TO VETERAN

VA CASE NUMBER

Enter name and address of County Veterans Service Office

NAME OF VETERAN

VA CASE NO.

SOC. SEC. NO.

BIRTHDATE

☐ LIVING☐ DECEASED

DATE ENTERED SERVICE

SERIAL NUMBER

BRANCH OF SERVICE

DATE DISCHARGE

FOLD
HEREFO
HE

RESUME OF FACTS

ACTION DESIRED

I understand that the welfare department may forward this information to the county veterans service office and for to the Veterans Administration for purposes of identifying benefits available to the claimant.

SIGNATURE

DATE

RETURN
TO:

ELIGIBILITY WORKER

TELEPHONE NO.

AGENCY

ADDRESS

REPLY: ☐ Claim granted, \$_____ per month, effective _____☐ Claim being reviewed☐ Claim denied☐ Claim being initiated☐ No basic eligibility foundFOLD
HERE

REMARKS

Enter address of county welfare department

SIGNATURE (VETERANS SERVICE REPRESENTATIVE)

DATE

Original and two copies to Veterans Office
One copy to case file

INSTRUCTIONS FOR USE OF VETERANS BENEFITS REFERRAL FORM, WR 5

The use of Form WR 5 is mandatory and no substitute forms are permitted.

Form WR 5 is to be sent to your county veterans service officer for any person applying for aid who on their Form WR 2, Statement of Facts Supporting Eligibility for Assistance, enters an amount in Item 25B4 or who checks "yes" on Item 26A8 or checks "yes" on Item 26B.

Form WR 5 may be sent to the county veterans service officer for any applicant or recipient on whose veterans benefit status the county or the recipient himself may have some question.

Once the appropriate applicant or recipient has been identified from information on Form WR 2, the eligibility worker will then fill in the necessary information on Form WR 5.

1. Enter the date the form is being filled out.
2. Enter the name and address of the county veterans service officer in the space provided at the top and the address of the county welfare department in the space provided in the lower left corner.
3. In the box at the upper right corner of the form, enter the name, address and telephone number of the applicant or recipient and his or her relationship to the veteran whose benefit status is being requested, public assistance case number. If the applicant or recipient is the veteran, leave the relationship item blank.
4. In the second box at the upper right corner of the form, enter the veteran's name, Veteran's Administration case number (if known), social security number, birth date, whether living or deceased, the date the veteran entered the service, the veteran's armed services serial number, the branch of military service, and the veteran's discharge date.
5. Resume of Facts - Enter any information that the county (eligibility worker) or the claimant (veteran or beneficiary) may feel is relevant to determining benefits, such as:
 - a. claimant is confined to home
 - b. claimant is receiving out-of-home care
 - c. claimant needs an attendant
 - d. claimant was married to veteran but is now unmarried
 - e. claimant is ambulatory
 - f. claimant has disabled dependents
6. Action Desired - Enter action or information required, such as:
 - a. verification of applicant or recipient's existing benefits.
 - b. identification of benefits, if any, to which claimant is entitled.
 - c. any pertinent information that the veterans service officer can provide.
7. Obtain the signature of the applicant or recipient whose veteran's benefit status is being sought.
8. Enter the eligibility worker's name, office phone number, county welfare agency or unit, and address.
9. Enter county welfare address in space for window envelope.

The remainder of Form WR 5 will be filled in by the county veterans service officer and returned to the county welfare department.

Four copies of Form WR 5 are to be filled out and the original (white) plus two copies (pink and blue) are to be sent to the veterans service office. One copy (green) shall be retained in the case file until the original is completed and returned by the veterans service office. The completed original shall then be retained as a permanent record.

State of California

MEMORANDUM

To : Hon. Dave Swoap
Director
Department of Social Welfare
744 P Street

Date: January 23, 1974

From : Department of Veterans Affairs

Subject: Veterans Benefits Referral Program

Additional studies of current data bring forth the following support information concerning the Veterans Referral Program:

Age Grouping

A. Under 25 years	25.4%
B. 25 thru 35 years	30.2%
C. 35 thru 50 years	31.9%
D. 50 thru 65 years	11.1%
E. Over 65 years	1.4%

(This study of 750 referrals during September - October, 1973, represents age of veteran. Many of the referral applicants were dependents; wives, children, etc.)

The monetary benefits paid to veterans and dependents are reported to our office by each County Veteran Service and represents monthly awards to those individuals who are identified on submission of referrals (WR 5's).

Due to workload backlog and procedural time lag, the award is paid retroactively in lump sum from the application date of the claim to date of award notice. These vary from three to five months on an average, thereafter the award is paid monthly.

To evaluate the product of our referral program activities and to provide valid projections, we use the monthly amount of the award times the remaining months in the calendar or fiscal reporting year. We believe that by dropping from our consideration the retroactive amounts that are paid, we fairly compensate for the few cases that are discontinued during the projection period because of death or other causes.

Analyzing the January through December awards for 1973, we find that we have been adding new awards at the rate of \$115,920.00 per month. By using this as the average anticipated amount during the calendar year 1973, we project thusly:

Jan. thru Dec.	\$115,920.00 X 12	=	\$1,391,040.00
Feb. thru Dec.	115,920.00 X 11	=	1,275,120.00
Mar. thru Dec.	115,920.00 X 10	=	1,159,200.00
Apr. thru Dec.	115,920.00 X 9	=	1,043,280.00
May thru Dec.	115,920.00 X 8	=	927,360.00
June thru Dec.	115,920.00 X 7	=	811,440.00
July thru Dec.	115,920.00 X 6	=	695,520.00
Aug. thru Dec.	115,920.00 X 5	=	579,600.00
Sep. thru Dec.	115,920.00 X 4	=	463,680.00
Oct. thru Dec.	115,920.00 X 3	=	347,760.00
Nov. thru Dec.	115,920.00 X 2	=	231,840.00
December	115,920.00 X 1	=	115,920.00
	\$115,920.00 X 78	=	\$9,041,760.00

We are assured that the cumulative total of approximately \$9,041,760.00 was actually delivered to the families of referred welfare applicants during 1973. We anticipate that this amount will be increased approximately 20% during calendar year 1974 due to increased participation, attained procedural knowledge and cost of living increases.

We believe that if the Referral Program obtains maximum compliance and efficiency, awards in excess of twenty million dollars per annum can be anticipated.

Of concern to us also is the end result. Although individual reports of these monthly benefits are made by the Veteran Service Office to the County Social Welfare offices, we have no way of confirming their actual usage to reduce the cost of welfare grants. Thus we must presume the federal veterans benefits funds expended to welfare applicants and/or their dependents do represent the approximate amount of local welfare savings.

We are currently exploring the potential statewide application of a procedure developed in Orange County to qualify many residents of Board and Care homes for substantial additional Veterans Administration benefits that should materially reduce county health care cost.

My memorandum to you of October 4, 1973 contained an error on page 2, last sentence, final paragraph, wherein the reference to the Social Welfare Manual was identified as San Diego's. This is "State Social Welfare Manual of Policies and Procedures, Section 25-827.62"

Also attached are copies of correspondence which may be helpful to your Management Analyst branch and A F D C Program Systems Bureau team of analysts.



FRANK D. NICOL
Director

cc: Secretary Stearns
Secretary Jenkins
Deputy Secretary Wheeler

Memorandum

To : Kyle McKinsey 16-26 ✓ SEP 18 1973
Attn: Mike Fischel
cc: Martha Mills

Date : September 14, 1973

Subject: Veteran's Benefits

From : Department of Social Welfare

This is to confirm the data given to you informally. The incidence of cases receiving veteran's benefits is specified in our September 1971 and October 1972 random statewide surveys. This data can give an indication of the impact of the veteran's referral program which was implemented in February 1972. If this program was significantly successful, we would expect the incidence of cases receiving veteran's benefits and the average amount of such benefits to be greater in October 1972 as compared to September 1971.

Item	AFDC-FG		AFDC-U	
	October 1972	September 1971	October 1972	September 1971
Incidence	0.6%	1.0%	1.2%	2.1%
Average Amount ...	\$39	\$56	\$92	\$178

Clearly, the decline in both incidences and amount indicates that the program has not had significant impact. Although the sampling error for such small incidences is considerable, there is nothing in the data to support the success of the program. The large decline in the AFDC-U program is probably due to the impact of Viet Nam in calendar 1971.

Anthony B. Moss
Anthony B. Moss, Chief
Estimates Bureau

ABM:so

VCIP *brief*

VETERANS' PROGRAMS UNIT, U.S. OFFICE OF EDUCATION
ROOM 4012, 400 MARYLAND AVENUE, S.W., WASHINGTON, D.C. 20202

Vol. I, No. 5

ADMINISTRATIVE BULLETIN #5

August 6, 1973

1. Overview:

The Veterans' Cost-of-Instruction Payments (VCIP) program --- as authorized under Section 420 of Title X of the Education Amendments of 1972 (Public Law 92-318) enables the U.S. Commissioner of Education to ~~make~~ payments to institutions of higher education to maintain a full-time Office of Veterans Affairs which has responsibility for veterans' outreach, recruitment, counseling and special education programs (see Section 189.11 of the Regulations for details).

In authorizing awards to higher education institutions, this legislation assists veterans in making maximum use of their education and training opportunities. The act encourages institutions to establish programs designed to prepare educationally disadvantaged veterans for postsecondary education, to carry out active outreach and recruiting activities through the use of funds available under federally assisted work-study programs, and to further assist veterans through active tutorial assistance and counseling programs.

2. General Policy:

The VCIP program is clearly designed to support the provision of appropriate, adequate, and specified personal services to veterans primarily, and, to some degree, all students enrolled in the institution. In view of this service orientation we strongly discourage the use of federal funds for the purchase or leasing of equipment, facilities or other capital items.

3. Approval and Accountability Procedure for Purchases:

In cases where purchases or leases at a cost in excess of \$300 are thought to be absolutely necessary to the achievement of program objectives, a written request for approval is to be submitted to the Veterans' Programs Unit for each such item. The request must include a rationale and justification for the expenditure, a specification of the cost, and a detailing of major budget categories for all other planned expenditures of VCIP funds.



DEPARTMENT OF VETERANS AFFAIRS

P.O. BOX 1559, SACRAMENTO, CALIFORNIA 95807

February 8, 1972

SENT TO ALL COUNTY ADMINISTRATIVE OFFICERS

cc: TO ALL COUNTY WELFARE DIRECTORS

Effective March 1, 1972, the State Department of Social Welfare (SDSW) and the State Department of Veterans Affairs will embark jointly with the County Social Welfare departments and the County Veterans Service Officers Association on a program designed to insure that veterans and/or dependents obtain the federal veterans benefits to which they are entitled. Pertinent questions to identify veterans and/or dependents have been incorporated in the SDSW revised welfare eligibility form. We request your cooperation and assistance to enhance the achievement of our goal.

Maximization of benefits from the federal Veterans Administration for veterans over 65 years, disabled veterans and/or dependents will achieve the following significant results for you:

1. Decreased County Welfare caseloads;
2. Decreased County Welfare costs;
3. Equal or increased benefits to veterans and their dependents, with no additional local taxes.

A pilot program conducted in San Diego County from July through October 1971 to identify eligible veterans and/or dependents met with the following success: Obtained awards of \$198,764 or an average of \$770 per case, all 100 percent federal dollars to which the veteran was legally entitled.

We are currently instructing your Welfare Director and Veterans Service Officer of their responsibilities in this effort. Each welfare applicant will be asked if he or she is a veteran, veteran's widow, veteran's child, or veteran's parent. An affirmative answer to any of these will signal the Welfare Department to submit a veterans benefits referral to your Veterans Service Officer who will determine eligibility and initiate necessary action to file for veterans benefits. If an applicant is

determined eligible for welfare and subsequently is found eligible for veterans benefits, your Welfare Department will be able to reduce its grant equal to the Veterans Administration payment. In some cases, the Veterans Administration awards may well exceed any welfare grants available.

With your support and cooperation through your Veterans Service Office and Welfare Department, we are convinced that we can simultaneously ease the county tax burden and provide a greater service to veterans and their dependents in your communities.

Sincerely,

FRANK D. NICOL, Director
Department of Veterans Affairs

ROBERT B. CARLESON, Director
Department of Social Welfare

DEPARTMENT OF SOCIAL WELFARE

744 STREET
SACRAMENTO 95814

March 5, 1973

TO: ALL COUNTY WELFARE DIRECTORS

VETERAN'S BENEFITS REFERRAL PROGRAM

I would appreciate your cooperation in helping to improve the operation of the Veteran's Benefits Referral Program. Every effort should be made to make appropriate referrals to Veteran's Service Officers for exploration of available veteran's benefits. In making referrals the county worker should insure that the Form WR-5 contains the following information:

1. Veteran identified with full name, birth date, and at least one of the following:
 - a. Social Security Number
 - b. Military Serial Number
 - c. Veteran's Administration Claim Number
2. The full name and phone number of the welfare worker who can be contacted for clarification or further information.
3. Under the section "Resume of Facts" include:
 - a. The type of aid the claimant is seeking from Welfare.
 - b. Whether the veteran or dependent is ambulatory.
 - c. If applicant is in a nursing home or hospital.

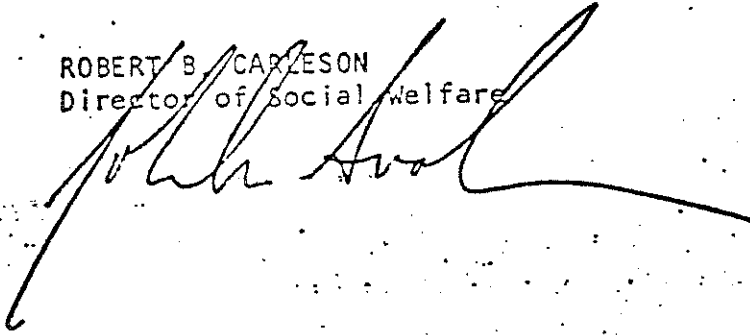
There are certain individuals who need not be referred as they are not eligible for benefits. These include the following:

1. Ex-wives and former casual wives or mistresses have no basic eligibility and should not be referred unless they are acting as guardians of the veteran's dependent children.
2. Active duty personnel are not veterans. If they or their dependents have a problem, the initial contact should be to their Commanding Office.

In order to increase the efficiency of the referral program between your department and the Veteran's Service Office at the local level, I strongly recommend that each County Welfare Director appoint a liaison person(s) to work with the local Veteran's Service Officer.

Sincerely,

ROBERT B. CARLSON
Director of Social Welfare



DEPARTMENT OF SOCIAL WELFARE

744 P STREET
SACRAMENTO 95814

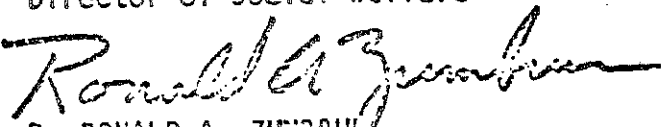
December 12, 1972

TO: ALL COUNTY WELFARE DIRECTORS

My letter of February 28, 1972 to all County Welfare Directors and all County Administrative Officers announced the initiation of a joint program with the State Department of Veterans Affairs which was designed to ensure maximum utilization of veterans benefits to which welfare recipients might be entitled. Concurrently with initiation of that program, a Veterans Benefit Referral Form (VR 5) was developed to facilitate referral by county welfare departments of welfare applicants and recipients to the County Veterans Service Officer for exploration of available veterans benefits. An initial supply of this form was sent to each county in May, 1972; additional quantities are currently available through normal procurement procedures.

It has come to my attention that in many counties, such referrals are not occurring in cases where significant benefits are available to the applicant or recipient. The purpose of this letter is to once again call your attention to the importance of this program. EAS Manual Section 44-103.1 requires each county to review with an applicant or recipient all potential sources of income or other benefits, including benefits available to veterans, servicemen and their dependents as specified in Section 44-103.122.

Sincerely,

ROBERT B. CARLESON
Director of Social Welfare
By RONALD A. ZUMBACH

Deputy Director - Legal Affairs

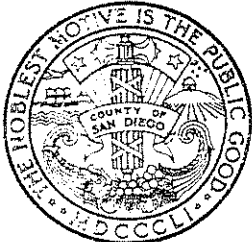
REFERRAL SUCCESS BY COUNTIES					EXHIBIT 8	
COUNTIES	% OF VETERANS	% OF REFERRALS	% OF DOLLARS SECURED	DOLLAR SUCCESS RATIO \$ # OF VETS	+ = ABOVE AVERAGE - = BELOW	RANK
ALAMEDA	5.35	4.10	1.48	.16	-	43
ALPINE	.01					
AMADOR	.07	.02	.05	.38	-	34
BUTTE	.52	.47	.60	.67	+	23
CALAVERAS	.05	.03	.06	.66	+	24
COLUSA	.06	.18	.16	1.58	+	10
CONTRA COSTA	2.87	3.57	2.02	.41	-	32
DEL NORTE	.08	.58	.51	3.71	+	1
EL DORADO	.29	.13	.18	.35	-	35
FRESNO	1.84	1.34	.26	.08	-	46
GLENN	.09	.07	.05	.31	-	36
HUMBOLDT	.51	.20	.19	.22	-	41
IMPERIAL	.28	.60	.29	.60	+	27
INYO	.09	.03	.01	.06	+	51
KERN	1.50	3.58	2.63	1.02	+	18
KINGS	.28	.33	1.10	2.27	+	5
LAKE	.09	.67	.57	3.67	+	2
LASSEN	.09	.14	.21	1.33	+	12
LOS ANGELES	37.16	12.95	31.74	.49	-	30
MADERA	.17	.08	.39	1.33	+	12
MARIN	1.19	1.32	3.34	1.62	+	8
MARIPOSA	.04	.03	.02	.28	-	36
MENDOCINO	.25	.17	.01	.01	-	52
MERCED	.36	1.41	.99	1.60	+	9
MODOC	.04	.02	.01	.07	-	48
MONO	.04	.02	0	0	-	55
MONTEREY	.93	.54	.01	.01	-	52
NAPA	.44	.57	.36	.47	-	31
NEVADA	.14	.33	.32	1.32	+	14
ORANGE	7.18	4.15	9.29	.75	+	22
PLACER	.44	.64	.93	1.22	+	15
PLUMAS	.07	.25	.43	3.55	+	3
RIVERSIDE	2.11	8.49	5.14	1.41	+	11
SACRAMENTO	3.37	10.74	.45	.08	-	46
SAN BENITO	.08	.05	.09	.65	+	26
SAN BERNARDINO	3.28	3.09	2.94	.52	-	28
SAN DIEGO	5.99	14.93	12.36	1.19	+	16
SAN FRANCISCO	3.78	.15	.02	.01	-	54
SAN JOAQUIN	1.31	.71	.54	.24	-	40
SAN LUIS OBISPO	.59	1.38	3.03	2.97	+	4
SAN MATEO	3.11	.88	4.41	.82	+	20
SANTA BARBARA	1.39	2.50	3.58	.15	-	44
SANTA CLARA	5.26	2.60	1.35	.78	+	21
SANTA CRUZ	.58	.76	.78	.39	-	33
SHASTA	.40	.72	.27	.95	+	19
SIERRA	.01	.01	.02	.19	-	42
SISKIYOU	.19	.17	.06	.66	+	24
SOLANO	.75	1.41	.85	.51	-	29
SONOMA	.97	2.36	.86	1.80	+	6
STANISLAUS	.78	1.33	2.43	.12	-	45
SUTTER (See Yuba)						
TEHAMA	.14	.14	.03	.07	-	48
TRINITY	.05	.01	.01	.28	-	37
TULARE	.69	4.07	.33	.28	-	37
TUOLUMNE	.12	.32	.06	.07	-	48
VENTURA	1.70	2.01	.21	.07	-	48
YOLO	.44	.97	.85	1.12	+	17
YUBA - Sutter	.20	1.71	1.15	1.66	+	7
GRAND TOTAL	100.00	100.00	100.00	.58		

* Calculations based on DVA Report for December, 1973.

REFERRAL RATES BY COUNTIES

EXHIBIT 9

COUNTIES	SAMPLE SIZE	VETERANS CONNECTIONS	% OF SAMPLE WITH VETERANS CONNECTIONS	REFERRALS	% OF VETERANS CONNECTIONS REFERRED
ALAMEDA	165	39	23.6	5	12.8
ALPINE					
AMADOR	1	0	-	-	-
BUTTE	12	2	16.7	2	100.0
CALAVERAS	3	1	33.3	0	0
COLUMBIA					
CONTRA COSTA	87	21	24.1	13	61.9
DEL NORTE	3	0	-	-	-
EL DORADO	2	0	-	-	-
FRESNO	84	12	14.3	6	50.0
GLENN					
HUMBOLDT	14	0	-	-	-
IMPERIAL	15	0	-	-	-
INYO					
KERN	30	3	10.0	1	33.3
KINGS	11	0	-	-	-
LAKE	5	0	-	-	-
LASSEN	2	0	-	-	-
LOS ANGELES	914	85	9.3	3	3.5
MADERA	12	4	33.3	0	0
MARIN	10	1	10.0	1	100.0
MARIPOSA	1	0	-	-	-
MENDOCINO	11	3	27.3	3	100.0
MERCED	27	3	11.1	1	33.3
MODOC					
MONTE					
MONTEREY	25	3	12.0	0	0
NAPA	3	0	-	-	-
NEVADA	3	2	66.7	2	100.0
ORANGE	76	18	23.7	4	22.2
PLACER	12	2	16.7	0	0
PLUMAS	4	2	50.0	0	0
RIVERSIDE	53	9	16.9	7	77.8
SACRAMENTO	164	36	21.9	18	50.0
SAN BENITO	5	2	40.0	0	0
SAN BERNARDINO	92	23	25.0	6	26.1
SAN DIEGO	133	36	27.1	21	58.3
SAN FRANCISCO	137	20	14.6	1	5.0
SAN JOAQUIN	55	11	20.0	0	0
SAN LUIS OBISPO	8	1	12.5	0	0
SAN MATEO	47	8	17.0	0	0
SANTA BARBARA	36	5	13.9	2	40.0
SANTA CLARA	177	31	17.5	5	16.1
SANTA CRUZ	22	3	13.6	3	100.0
SHASTA	15	4	26.7	1	25.0
SIERRA					
SISKIYOU	3	1	33.3	0	0
SOLANO	29	8	27.6	4	50.0
SONOMA	37	8	21.6	1	12.5
STANISLAUS	34	9	21.9	2	22.2
SUTTER	4	0	-	-	-
TEHAMA	3	0	-	-	-
TRINITY	1	1	100.0	0	0
TULARE	47	2	4.3	0	0
TUOLUMNE	1	0	-	-	-
VENTURA	21	3	14.3	1	33.3
YOLO	6	3	50.0	0	0
YUBA	3	0	-	-	-
GRAND TOTAL	2882	425	14.75	108	25.4



County of San Diego

VETERANS' SERVICE DEPARTMENT

SUITE 120

1520 STATE STREET

SAN DIEGO, CALIFORNIA 92101

January 9, 1974

IN REPLY REFER TO:

DAVID A. LESLIE, DIRECTOR

Mr. Frank D. Nicol
Director
Department of Veterans Affairs
P. O. Box 1559
Sacramento, CA 95807

Dear Mr. Nicol:

The new Social Security Program, wherein three categories of aid (Old Age, Blind and Disabled) were transferred from State Welfare programs to Federal control, went into effect January 1, 1974.

We have examined the Veterans' Benefits Referral input as it developed September through December 1973 to determine the impact of the change on our workload. There were over 2,000 referrals received during the period with only 160 or 8% in the three categories mentioned. The remainder of the referrals were AFDC or Medical/General Relief. These will remain under the auspices of County Welfare Agencies and will continue to be referred to us.

It does not appear that the new Social Security Supplement Income Program will have a significant impact on the number of people serviced through our Department. Only 17% of all claims filed as a direct result of WR-5 referrals were in the Old Age, Blind and Disabled categories.

Sincerely,


DAVID A. LESLIE

DAL:rr



COUNTY OF SAN DIEGO

EXHIBIT #11

INTER-DEPARTMENTAL CORRESPONDENCE

DATE October 30, 1973

TO: Department of Public Welfare
ATTN: G. Morton

FROM: VETERANS SERVICE DEPARTMENT

RE: COSTS INCURRED BY VETERANS' SERVICE ON BEHALF OF WELFARE -
FISCAL YEAR 1973 - 1974.

The following costs represent the period, first quarter July 1, 1973 through September 30, 1973.

July 1, 1973 through September 30, 1973

FIRST QUARTER

Direct Labor	\$ 6,178.69
Administrative Labor	2,174.83
Field Visit Labor	140.22
VSP Interview Labor	<u>608.57</u>

TOTAL LABOR \$ 9,102.41

Field Mileage	\$ 32.56
Agency Administration	89.17
Service Costs	<u>2,556.87</u>

TOTAL OPERATING COSTS \$11,781.01

County Overhead	\$ 142.56
Less General Revenue	<u>2,290.23</u>

NET COST \$ 9,633.34

Records and calculations to support this report are maintained in our office.

R. R. Smith
Assistant Director

HPS:vld